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United States Department of State

Washington, D. C. 20520

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SEP 12 1994

ACTION MEMORANDUM  
S/S

9420714

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TO: The Secretary

FROM: PRM - Brunson McKinley, Acting *DMK*

SUBJECT: Emergency Fund Drawdown to Meet Urgent and Unforeseen Needs of Refugees, Returnees, and Conflict Victims from Rwanda and Burundi

ISSUE FOR DECISION

Whether to recommend that the President authorize the use of up to \$30,000,000 from the U.S. Emergency Refugee and Migration Assistance Fund (the Fund) for urgent and unforeseen needs of refugees, returnees, and conflict victims from Rwanda and Burundi.

ESSENTIAL FACTORS

Nearly 2,000,000 refugees have fled the conflict in Rwanda to the neighboring countries of Tanzania, Zaire, Uganda, and Burundi. Although flows into Zaire have ebbed, refugees continue to flee southern Rwanda for Tanzania and Burundi. Burundi has thus far remained relatively calm throughout the crisis, but similar inter-ethnic tension between Hutus and Tutsis prevents more than 200,000 Burundi refugees from returning home and could lead to new outflows of Burundi refugees. Relief needs for both Rwandans and Burundis are enormous, requiring a massive international effort by the UN, non-governmental organizations (NGOs), and donor governments. While the hope has been that the majority of refugees would repatriate in the short term, it is now expected that the bulk of the 2,000,000 refugees will remain outside the country for at least the next six months.

The United Nations High Commissioner for Refugees (UNHCR) is coordinating basic emergency assistance to Rwandan and Burundi refugees throughout the region and estimates its financial needs for these populations in calendar year 1994 to be over \$300,000,000. The World Food Program (WFP) is providing food aid to Rwandan and Burundi refugees toward which

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USAID's Food for Peace Office has contributed \$35,300,000 in commodities since the crisis began in April. WFP also needs cash to cover transport, field equipment, storage, milling equipment, food aid monitors, and local food purchases. The International Committee of the Red Cross (ICRC) is assisting up to 750,000 displaced persons in Rwanda and Burundi and has increased its cash appeal for activities in Rwanda by \$40,700,000. The International Federation of Red Cross and Red Crescent Societies (IFRC), with local Red Cross societies, is active in Rwanda, Tanzania, Uganda, and Zaire and has issued a \$70,000,000 appeal for 1994. The International Organization for Migration (IOM) is assisting UNHCR in managing a refugee camp in Zaire, is providing transport to returning refugees, and is working inside Rwanda on refugee mitigation. IOM has issued an appeal for \$7,400,000. Many NGOs also are working with Rwandan and Burundi refugees and will require additional support for their programs.

Since the beginning of the Rwanda crisis in April 1994, the Bureau has contributed \$24,000,000 from the Fund and \$13,209,171 from Migration and Refugee Assistance (MRA) funds to UNHCR, ICRC, WFP, IFRC, and NGOs for new needs of Rwandan and Burundi refugees. As of September 5, the total U.S. Government response to the crisis has been estimated at \$163,000,000 not including the value of Defense Department contributions to UNHCR service packages for refugees.

A drawdown of up to \$30,000,000 is proposed to respond to new and revised appeals from international and non-governmental organizations for the remainder of 1994. The current balance of the Fund is \$55,299,633. Congress appropriated a supplemental \$30,000,000 specifically to help address Rwanda/Burundi refugee needs. After this drawdown, \$25,299,633 will remain in the Fund.

## CONCLUSION

Under section 2(c)(1) of the Migration and Refugee Assistance Act of 1962, as amended, the Fund may be drawn upon by the President to meet "unexpected urgent refugee and migration needs" whenever he determines that it is "important to the national interest" to do so. Drawdowns are not requested if sufficient funds are available or can be reprogrammed within the MRA appropriation, or if a request for supplement appropriations is possible within the timing of particular program needs. These funds are the result of a supplemental appropriation, and MRA availabilities have been fully programmed and cannot be diverted.

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RECOMMENDATION

That you approve the Department's forwarding the attached Brill-Lake memorandum recommending that the President authorize the use of up to \$30,000,000 from the Fund for refugees, returnees, and conflict victims from Rwanda and Burundi.

APPROVE: \_\_\_\_\_

(WC)

9/14/14 WC

DISAPPROVE: \_\_\_\_\_

DATE: \_\_\_\_\_

Attachment:

Brill-Lake Memorandum

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Drafted:PRM/AAA:ANelson *note for*  
9/2/94 x3-1033  
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clearances:

PRM/P:DRHunter (cleared 9/8)  
M:DHaaas (cleared 9/8)  
S/RPP:CDevol (cleared 9/7)  
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D:JWithers (cleared 9/7)  
AID/BHR:LRichards (info)

*note for*

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